



**Boys and Girls Clubs  
Annual Evaluation Report  
March 2009**

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**Special Provision: S.L. 2007-323  
Section 18.4**

Submitted by:  
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## **Executive Summary**

### **Boys & Girls Clubs FY 2007-2008 Report**

The program that grants funds to local Boys & Girls Clubs was established as a pilot by *Section 21.10 of S.L. 1999-237* with the intent of expanding the reach of some North Carolina clubs. Under this initiative, local Boys & Girls Clubs are required to match the state's appropriation. Other mandates of the pilot program legislation required the Department of Juvenile Justice & Delinquency Prevention (hereafter, "Department") to develop a funding strategy and to encourage the local clubs to meet the physical, emotional, and educational needs of court-involved and/or at-risk youth.

The requirements of *Section 18.4: Annual Evaluation of Community Programs, Session Law 2007-323* mandated that the Department examine the operations, expenditures, and outcomes made possible by the FY 2007-2008 appropriations. Additionally, the Department was charged with determining the number of juveniles served and with considering whether a juvenile's participation in any of the eight (8) pilot programs resulted in a reduction of court involvement. Finally, the Department was directed to compare program activities with the goals and objectives of the *Juvenile Justice Reform Act*. Each assigned task was successfully completed. The collected information and data show:

- The Department's funding strategy has been to partner with the *North Carolina Alliance of Boys & Girls Clubs*. This *Alliance* is coordinated by the Wake County Club and comprised of the Boys & Girls Clubs of Beaufort, Cumberland, Edgecombe, Halifax, Lee, Pender, Wayne, and Wilson Counties. These low-cost services, primarily rural and often high commitment county clubs, deliver the pilot program authorized by the General Assembly in 1999.

The services provided by all of the pilot clubs include:

- a safe place to learn and grow
- ongoing relationships with caring adult professionals
- life-enhancing programs and character development experiences
- hope and opportunity

This program provided pilot clubs the means to:

- fund memberships for 452 "at-risk" youths
- expand outreach to the youth's families

Referrals originated with:

- parents (25%)
- schools (23%)
- social services (15%)
- juvenile courts (13%)
- mental health (11%)
- law enforcement (1%)
- community organizations (13%)

Participant characteristics show that:

- a majority (63%) are age 13 or younger
- a majority (73%) are male
- a majority (67%) are African-American

Assessments of program outcomes reveal that:

- 418 (93%) of the 452 referred youths had no new involvement with law enforcement or the courts during the 2007-2008 program year
- 91% of referred youths improved (43%) or maintained (41%) their school grades

Compliance with the goals and objectives of the *Juvenile Justice Reform Act* is rated as “High”

Cost:

- The General Assembly’s \$400,000 appropriation is equally divided among eight clubs at the rate of \$50,000 each.
- The average annual cost for each participant was \$885.

## **Introduction**

As established in *Section 21.10 of S.L. 1999-237, the Department of Juvenile Justice & Delinquency Prevention* (hereafter, "Department") grants funds to eight Boys & Girls Clubs. The clubs use these funds to provide resources and services to meet the physical, emotional, and educational needs of juveniles who are court-involved or who are at-risk of becoming delinquent or undisciplined. These funds also strengthen the provider's resources and services to the youth's families. Shortly after the funds were originally allocated, eight Boys & Girls Clubs formed the *North Carolina Alliance of Boys & Girls Clubs*. This *Alliance* is coordinated by the Wake County Boys & Girls Club and is comprised of the Boys & Girls Clubs of Beaufort, Cumberland, Edgecombe, Halifax, Lee, Pender, Wayne, and Wilson Counties. The programs comprise the "Pilot Project" set out in the 1999 legislation, and these clubs have continually provided services to youth at risk of delinquency and their families since the pilot project's inception.

The Department, as required by *Session Law 2007-323, Section 18.4: Annual Evaluation of Community Programs*, has conducted an evaluation of the programs that received the grant. The Department examined the expenditure of state funds by the programs as well as the operations and effectiveness of the programs during FY 2007-2008. Additionally, the Department determined the number of juveniles served and considered whether participation results in a reduction of a juvenile's court involvement. Finally, the Department identified whether the programs are achieving the goals of the *Juvenile Justice Reform Act, S.L. 1999-202*. Results of the Department's actions are presented herein.

## **Background**

The eight pilot Boys & Girls Clubs are autonomous, independent organizations that are affiliates of *Boys & Girls Clubs of America (BGCA)*, an organization with a positive national reputation for outreach, service delivery, and the achievement of interpersonal change. Often the programs offered by the *Boys & Girls Clubs of America* represent one of the few, and sometimes only, positive influences in a child's day to day activities. The eight pilot clubs nurture young people's self-esteem by instilling in them a sense of belonging, usefulness, influence, and competence. This is accomplished daily by providing young people one-on-one relationships with caring adult professionals and fun, age-appropriate, well-rounded programming that allows them to pursue their dreams and succeed in life.

Included in the mandate establishing the pilot program is the requirement that each pilot program must provide independent funds that match the state appropriation. Additionally, the pilot clubs are to provide guidance and positive role models while partnering with local agencies, including schools and law enforcement, to promote respect for authority and appreciation of the law.

The Department is to develop a funding strategy and encourage the local clubs to meet the physical, emotional, and educational needs of court-involved and/or at-risk youth. The Department is also encouraged to help the pilot clubs draw juveniles into programs

that cause them to become involved in their community, develop self-respect, and the skills needed to become responsible members of their community.

### **Programs**

The mission of Boys & Girls Clubs is to enable all young people, especially those who need the club the most, to reach their full potential as productive, caring, responsible citizens. The eight pilot programs allow participants to reach these goals by providing:

- a safe place to learn and grow
- ongoing relationships with caring adult professionals
- life-enhancing programs and character development experiences
- hope and opportunity

Clubs are open when youth need them most: after school, often until 8:00 p.m. and during the summer for eight or more hours per day. Many clubs are additionally open and offer programming on weekends.

Boys & Girls Clubs programs are carefully designed to support achievement of their *Youth Development Outcomes Strategy* for young people leaving the clubs at age 18. These strategies include:

- positive self-identity
- educational, employment, social, emotional and cultural competencies
- community and civic involvement
- health and well-being
- a moral compass

In addition to programs developed locally, club professionals can choose from more than forty (40) national programs to help meet the interests and needs of their club members age 6-18 and achieve positive outcomes for them, their families, and their communities.

The club's five (5) core program areas are:

**The Arts** - enable youth to develop their creativity and cultural awareness through knowledge and appreciation of the visual arts, crafts, performing arts, and creative writing.

**Character and Leadership Development** - empower youth to support and influence their club and community, sustain meaningful relationships with others, develop a positive self-image and good character, participate in the democratic process, and respect their own and others' cultural identities.

**Education and Career Development** - enable youth to become proficient in basic educational disciplines, set goals, explore careers, prepare for employment, and embrace technology to achieve success in a career.

**Health and Life Skills** - develop young people’s capacity to engage in positive behaviors that nurture their own well-being, set personal goals, and live successfully as self-sufficient adults.

**Sports, Fitness, and Recreation** - develop fitness, positive use of leisure time, skills for stress management, appreciation of the environment, and social skills.

**Who Is Served**

In FY 2007-08, the eight (8) pilot Boys & Girls Club organizations supported by the Department’s grant reported 9,145 total registered members. Four hundred fifty-two (4.9%) were referred and made members through funds provided by the North Carolina General Assembly.

The greatest numbers of these ‘at-risk’ youths were referred by their parents (25%). Schools referred another 23%; the Department of Social Services, an additional 15%; juvenile courts, another 13%; mental health referred 11%; and law enforcement, 1%. Other community organizations, including faith-based entities referred 12% (See Table 1 below for a breakdown of referrals by pilot sites).

**Table 1  
Participant Referral Source by Site**

<b>Organization</b>	<b>Juvenile Court</b>	<b>Law Enforcement</b>	<b>School</b>	<b>Mental Health</b>	<b>Social Services</b>	<b>Family</b>	<b>Other</b>	<b>Total</b>
Beaufort	0	0	6	0	4	33	1	44
Cumberland	3	0	29	4	5	5	0	46
Edgecombe	0	0	0	1	3	31	2	37
Halifax	5	0	3	5	6	9	0	28
Lee	0	0	57	0	8	29	29	123
Pender	37	0	0	0	0	0	21	58
Wayne	16	3	5	0	2	9	3	38
Wilson	0	0	1	40	37	0	0	78
<b>Total</b>	<b>61</b>	<b>3</b>	<b>101</b>	<b>50</b>	<b>65</b>	<b>116</b>	<b>56</b>	<b>452</b>
<b>Percent</b>	<b>13%</b>	<b>1%</b>	<b>23%</b>	<b>11%</b>	<b>15%</b>	<b>25%</b>	<b>12%</b>	

The eight pilot Boys & Girls Clubs serve youths ranging in age from 6 to 18. Most are 13 years of age or under (63%) and a clear majority (73%) are males (see Table 2 below).

**Table 2**

<b>Youth Participation by Age and Gender</b>								
<b>County</b>	<b>Age</b>					<b>Gender</b>		
	<b>6-9</b>	<b>10-13</b>	<b>14-15</b>	<b>16+</b>	<b>Total</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
Beaufort	19	13	11	1	44	30	14	44
Cumberland	1	30	13	2	46	35	11	46
Edgecombe	20	14	3	0	37	24	13	37
Halifax	9	8	4	7	28	19	9	28
Lee	27	38	49	9	123	88	35	123
Pender	0	13	30	15	58	35	23	58
Wayne	5	20	11	2	38	31	7	38
Wilson	16	48	12	2	78	67	11	78
<b>Total</b>	<b>97</b>	<b>184</b>	<b>133</b>	<b>38</b>	<b>452</b>	<b>329</b>	<b>123</b>	<b>452</b>

The eight pilot Boys & Girls Clubs are open to and serve youth of all racial and ethnic backgrounds. 348 program participants (77%) identify themselves as members of a racial minority (see Table 3 below).

**Table 3**

<b>Youth Participation by Race/Ethnicity</b>							
<b>County</b>	<b>Race/Ethnicity</b>						
	<b>Black</b>	<b>White</b>	<b>Hispanic</b>	<b>Indian</b>	<b>Multi Cultural</b>	<b>Other</b>	<b>Total</b>
Beaufort	42	1	0	0	0	1	44
Cumberland	36	7	1	0	0	2	46
Edgecombe	35	1	0	0	0	1	37
Halifax	19	4	3	1	0	1	28
Lee	63	35	23	0	2	0	123
Pender	15	37	1	0	3	2	58
Wayne	30	1	2	0	3	2	38
Wilson	59	11	8	0	0	0	78
<b>Total</b>	<b>299</b>	<b>97</b>	<b>38</b>	<b>1</b>	<b>8</b>	<b>9</b>	<b>452</b>

## **Outcomes**

Staff in each of the participating clubs tracked academic performance and behavioral information on the referred participants throughout the program year. The collected data show that only 7% of the youth referred to, and are participating in, the Boys & Girls Clubs programs had any new involvement with law enforcement or the courts. Indeed, the data revealed that 418 out of 452 youth participants (93%) were reported as having *no new offenses*. Furthermore, analysis of a sample of 267 end-of-year school report cards revealed that 91% of referred youth improved (43%) or maintained (48%) their grades while participating in the Boys & Girls Clubs pilot programs (see Table 4 below).

**Table 4**  
**Number of Club Involved Youth with Offenses while a Club Member**

Organization	No New Offenses	New Status Offense	Violated Probation	New Juvenile Offense(s)	Committed to DJJDP	Total
Beaufort	43	1	0	0	0	44
Cumberland	39	1	0	6	0	46
Edgecombe	37	0	0	0	0	37
Halifax	24	3	0	1	0	28
Lee	116	1	0	6	0	123
Pender	51	0	0	6	1	58
Wayne	35	0	0	3	0	38
Wilson	73	2	0	3	0	78
Total	418	8	0	25	1	452

The General Assembly's support of this pilot project provides benefits to the clubs as a whole. By fostering collaboration between the clubs and local agencies, at-risk youths are identified and provided services while club programs are supplemented with guest speakers and experienced volunteers. The benefit of this funding is seen across the *Alliance* and resulted in all clubs meeting or exceeding the *Alliance* target of maintaining at least four (4) collaborative partnerships with local, community-based, referring organizations. The strong relationships among the collaborative partners returned many benefits for the 452 club members these partners referred while enriching the lives of the thousands of other club members as well. Examples of the agencies the clubs partnered with during the 2007-2008 program year are:

### Beaufort

- Beaufort County Sheriff's Department
- Beaufort County Health Department
- HOPE
- CHILL

#### Cumberland

- Cumberland County Dispute Resolution Center
- DSS-Cumberland County
- Planned Parenthood of NC
- Fayetteville Parks & Recreation

#### Halifax

- Escape School
- Fathers in Focus
- CADA
- NCDENR

#### Lee

- Sanford Police Department
- Lee County Sheriff's Department
- HAVEN
- Teen Pregnancy Coalition
- Fire Department

#### Nash/Edgecombe

- Tar River Mental Health Association
- NC Highway Patrol
- Department of Social Services
- Nash-Rocky Mount Schools

#### Pender

- Pender County Court
- Pender County Schools
- Pender County Humane Society
- Sloop Point Fire Department
- Safe Haven of Pender County

#### Wayne

- Wayne County Sheriff's Office
- Goldsboro Police Department
- C-4 Restitution
- Communities in Schools

#### Wilson

- Wilson Police Department
- Gang Task Force
- Wilson DSS
- Wesley Shelter
- Youth of Wilson
- Pride in NC

**Fiscal Year Expenditures** The General Assembly allocated \$400,000 to Boys & Girls Clubs through the Department in FY 2007-08. Eight Boys & Girls Clubs organizations received \$50,000 each to provide programs for those referred by schools, courts, mental health, social services, parents, law enforcement, and other sources. The \$400,000 was used to serve 452 referred youth at risk for delinquency at an average annual cost per youth of \$885. At the same time, the various club organizations raised additional funds through their local communities. Outcome data reveal that 93% of the referred youth had no new offenses and significant numbers improved (43%) or maintained (48%) their school grades during the program year.

**Program Audit**

During 2007, the Office of the State Auditor conducted a comprehensive Audit of the Boys & Girls Clubs pilot program. No exceptions were noted.

**Achievement of the Goals of the Juvenile Justice Reform Act: S. L. 1998-202**

The Juvenile Justice Reform Act supports change away from the traditional operational processes of juvenile justice in North Carolina. Its authors foresaw the need for different outcomes and provided a road map to achieve the envisioned ends with the following established goals:

- Creation and operation of programs that meet the needs of juveniles receiving services
- Adoption of rules and regulations that implement the various provisions of the Act
- Development and coordination of comprehensive multidisciplinary services and programs for the prevention of juvenile delinquency, early intervention, and rehabilitation of juveniles
- Collection of data
- Assisting private agencies in the development of juvenile prevention services
- Purchase of services from private agencies
- The development of community-based alternatives to Youth Development Center commitment
- Working with communities to provide services and treatment options to meet the physical, emotional, and mental needs of juveniles and families.

The Department's evaluation and ongoing experience with the *Boys & Girls Clubs Alliance*, and the individual clubs continually funded by the General Assembly's appropriations, validate program compliance with the goals and objectives of the *Juvenile Justice Reform Act*. The funds provided support prevention/intervention activities in high commitment counties that possess limited intervention services. The funded programs connect both the youth and the youth's family with proven helpful assistance by functioning as a service resource to the local juvenile justice systems at a very low cost to the taxpayer.

### **Summary**

The dollars provided make club memberships available to more than 450 at-risk youth referred by law enforcement, court, mental health, social services, school, parent, and other community organizations. While these youth participated in the clubs' programs during FY 2007-08, only 7% were charged with new offenses. The vast majority (91%) either showed improvement or maintained their school grades. Accordingly, the Department has concluded that the eight (8) Pilot Boys & Girls Clubs programs reduce delinquency and assist both parents and communities while helping youth mature, contribute, and grow. At an average annual cost of \$885 per participant, this appropriation represents dollars well spent.